



**U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT  
BUREAU FOR DEMOCRACY, CONFLICT, AND HUMANITARIAN ASSISTANCE (DCHA)  
OFFICE OF U.S. FOREIGN DISASTER ASSISTANCE (OFDA)**

***UGANDA – Complex Emergency***

Situation Report #1, Fiscal Year (FY) 2005

January 5, 2005

*Note: The last situation report was dated August 20, 2004.*

**BACKGROUND**

Since 1986, the Lord's Resistance Army (LRA), led by Joseph Kony, has waged an insurgency in northern Uganda, using camps in southern Sudan as a base for attacks on government forces and civilians. According to the United Nation's Office for the Coordination of Humanitarian Affairs (OCHA), LRA attacks have displaced nearly 95 percent of the ethnic Acholi population in Gulu, Kitgum, and Pader districts. LRA tactics to brutalize civilians include murder, looting, burning houses, torture, mutilation, and abduction of children for the purposes of forced conscription, labor, and sexual servitude. In March 2002, continued LRA attacks and improved relations between the Governments of Uganda (GOU) and Sudan (GOS), led the GOU to launch 'Operation Iron Fist,' sending Uganda Peoples Defense Forces (UPDF) to disable LRA camps in southern Sudan. As a result, the humanitarian situation in northern Uganda deteriorated as LRA forces expanded attacks from the northern Acholi sub-region to the eastern Langi and Teso sub-regions, assaulting villages and camps for internally displaced persons (IDPs). Escalating civil conflict and violence, combined with looting and cattle raids by Karamojong pastoralists in eastern Uganda, have resulted in a humanitarian crisis spanning 19 years.

According to the U.N. World Food Program (WFP), more than 1.3 million Ugandans have been displaced and live in camps without adequate protection, water, sanitation facilities, and health care, vulnerable to further LRA attacks and disease. The conflict threatens food security, even in normally productive agricultural areas. Continued insecurity also hinders the ability of relief workers to provide humanitarian assistance and deliver relief supplies. As the scale of the conflict has widened, LRA child abductions have increased. The U.N. Children's Fund (UNICEF) estimates that the LRA has abducted 3,000 Ugandan children since October 2003, in addition to the estimated 18,000 children abducted from 1986 to 2002. At least 32,000 northern Ugandans, primarily children, have become night commuters, traveling each evening from vulnerable rural communities to spend the night in the perceived safety of urban centers. Girls who commute are vulnerable to sexual abuse, and the U.N. reports an increase in prostitution as some trade sex for money or food.

NUMBERS AT A GLANCE		SOURCE
IDPs	1,333,629 <sup>1</sup>	WFP, November 2004
Night Commuters	32,000	USAID/Uganda, December 2004
Abducted Children	21,000	UNICEF, November 2004
Refugees in Uganda	226,000 to 230,000 (mostly from Sudan, but also from the DRC and Rwanda)	UNHCR <sup>2</sup> , January 2005
Ugandan Refugees	31,000 (in the DRC and Sudan)	UNHCR, July 2004

<sup>1</sup> Denotes IDPs receiving WFP food assistance. According to USAID/Uganda, an additional 300,000 to 500,000 IDPs have fled to other regions or are living with host families and are not receiving food or other humanitarian relief assistance.

<sup>2</sup> U.N. High Commissioner for Refugees

**Total FY 2004 USAID/OFDA Assistance to Uganda ..... \$8,960,762**  
**Total FY 2004 and FY 2005 USG Humanitarian Assistance to Uganda .....\$83,466,292**

**CURRENT SITUATION**

***GOU and LRA meet for the first time.*** On November 14, in response to indications that the LRA leadership would consent to peace talks, President Yoweri Museveni announced a limited ceasefire in northern Uganda. The GOU designated specific areas to enable LRA forces to gather safely for discussion and eventual negotiations. The LRA conducted talks through a mediator, the former GOU Minister of State for Pacification of the North, Betty Bigombe. On December 28, LRA officials met with religious leaders from the Acholi region, and on December 29, LRA officials met with the GOU for the first time during the entire 19-year conflict. Although talks have yet to lead to formal negotiations with the GOU, both the LRA and the UPDF have generally abided by the terms of the ceasefire. The ceasefire was extended

several times before expiring on December 31. Although the LRA pledged its commitment to peace on December 30, it failed to sign a general ceasefire agreement with the GOU on December 31. On January 1, the GOU pledged to continue military operations in northern Uganda and southern Sudan against uncooperative LRA members. However, President Museveni has emphasized that the GOU remains open to dialogue outside of Uganda with LRA members that are prepared for peace. On January 4, the GOU delivered a revised cease-fire agreement to the LRA, reportedly taking into account LRA concerns.

***Security and access improve.*** Although access to the most isolated IDP camps remains problematic, USAID/Uganda reports that improved coordination

between non-governmental organizations (NGOs), U.N. agencies, and the UPDF has led to more regular access to a greater number of camps. In Gulu District, OCHA reports that NGOs are increasingly able to access camps: currently 25 out of 33 camps are accessed without escort. However, OCHA reports that access in Kitgum District remains irregular, more due to the non-availability of escorts than to security incidents. According to OCHA, several relief agencies, including Médecins Sans Frontières (MSF) and the International Committee of the Red Cross (ICRC), do not rely on escorts and thus are able to maintain access to more remote camps.

As of December, WFP reported that the security situation in Gulu, Kitgum, Pader, and Lira districts remained relatively stable, with the exception of a major attack where the LRA killed 22 people in Pader District on December 25. According to USAID/Uganda, NGOs have reported nearly complete access to their programs since the establishment of the ceasefire, although they continue to take all prudent security precautions. LRA forces continued to attack civilians and loot property outside of the ceasefire area, leading to limited clashes between UPDF and LRA forces. However, OCHA reports that abductions no longer appear to be for LRA recruitment purposes; instead, abductees are forced to carry food and supplies and are then released.

According to USAID/Uganda, the security situation in eastern Uganda's Teso sub-region has improved significantly in recent months, though it was marred by LRA attacks in Katakwi District in early November. Improved access has enabled relief agencies to provide assistance without military escort for the first time since LRA attacks on Teso began in mid-2003.

**IDP situation in northern Uganda remains poor.** WFP estimates that more than 1.3 million northern Ugandans currently remain internally displaced, a decrease of nearly 20 percent from the peak of 1.6 million in March 2004. In the northern Acholi sub-region, the outcome of peace overtures is too uncertain to encourage the return of nearly 95 percent of the population that remains displaced. As of November 30, OCHA reported that 558,765 IDPs remain in Gulu, 267,078 IDPs in Kitgum, and 279,589 IDPs in Pader. In addition, an estimated 228,197 IDPs remain in neighboring Lira District.

**GOU pledges to protect all IDPs.** On September 7, the GOU acknowledged responsibility for the security of all IDPs, regardless of the official or unofficial status of their camps. The GOU previously refused to protect unofficial camps, depriving the camps of direct food distribution and rendering them easy targets for LRA attacks. As a result of the GOU's pledge, OCHA is reevaluating the number of IDPs and estimates that more than 2 million people may be displaced. OCHA's estimate includes the population of all previously unrecognized camps: 17 in Gulu with an 80,000 people; 11 in Pader with up to 40,000 people; 5 in Lira; 30 in Apac with 100,000 people, mainly living with host communities; and an unknown number of IDPs in Masindi District.

**IDP situation improves in Teso sub-region.** In eastern Uganda's Teso sub-region, the majority of IDPs have begun to return home following a seven-month lull in LRA attacks. From June to November 2004, more than 200,000 IDPs moved closer to or returned home. By the end of October, IDPs in Katakwi (148,795), Soroti (71,462), and Kaberamaido (97,561) no longer relied on WFP general food distributions, reducing WFP IDP beneficiary numbers from 1.52 million in August 2004 to 1.33 million in November 2004. Although Teso IDPs no longer rely on WFP food assistance, USAID/Uganda reports that local officials estimate 100,000 to 150,000 people remain displaced. These IDPs live in established camps near urban areas for security purposes and/or for better access to public services and commute to their agricultural fields on a daily or weekly basis. Frequent IDP movement has undermined the ability of relief agencies to determine needs, and OCHA is reviewing the definition of IDPs to provide more accurate IDP numbers.

Nearly 60,000 people remain displaced in Katakwi District, due to the ongoing fear of pastoralist raids from the neighboring Karamoja sub-region. USAID's Office of Food for Peace (USAID/FPP) reports that Katakwi IDP camps are underserved by both the GOU and NGOs, due to the remoteness of the district and the recurrent nature of the Karamojong raids. However, the lack of a GOU and NGO presence has resulted in virtually no data on humanitarian conditions, making it difficult to determine what type of assistance could be required.

**Decrease in night commuters.** Heightened insecurity had resulted in high numbers of night commuters in Gulu, Kitgum, and Pader districts, but the number of night commuters has decreased since the ceasefire. OCHA reports the transient population has decreased from 52,000 in June 2004 to an estimated 32,000 in December 2004. Night commuters are primarily children and are concentrated in the town centers of Gulu (down from 21,000 to 13,000), Kitgum (down from 20,000 to 12,000), and Pader (down from 11,000 to 7,000). A night shelter for children in Gulu, Noah's Ark, currently accommodates 700 each night, a decrease from 7,900 in September. However, those who commute remain wary, fearing the LRA may soon resume attacks and abductions.

**Overwhelming psychosocial needs.** According to USAID/Uganda, the psychosocial support necessary to address the needs of children who have been tortured or raped by the LRA overwhelms the capacity of the few NGOs providing such support. In addition, psychosocial support is likely needed for night commuters, many of whom are subject to physical and sexual abuse. According to a MSF mental health survey conducted in Pader town, 63 percent of respondents report the disappearance or abduction of a family member, 58 percent report the death of a family member due to the insurgency, 79 percent have witnessed torture, and 40 percent have witnessed a killing. At least 5 percent of the population has been forced to physically harm someone.

At an MSF clinic in Pader, several patients have received treatment for the consequences of unsuccessful suicide attempts, and 62 percent of women interviewed in the survey have debated committing suicide.

***Food insecurity persists in northern Acholiland.*** Ongoing insecurity continues to prevent IDPs from accessing agricultural land in the northern Acholi districts of Pader, Kitgum, and Gulu. OCHA estimates that 75 percent of residents in northern Uganda rely on WFP food assistance to meet daily food requirements. USAID/Uganda reports that food distribution convoys continue to depend on irregular military escorts to access camps. A deteriorating rural road infrastructure further hinders distributions, particularly during periods of heavy rains.

***Food security decreases in Teso sub-region.*** From November 7 to 10, USAID/FFP and USAID/Uganda representatives traveled to the eastern Uganda Teso sub-region to assess the situation of IDPs. Although the UPDF and a local militia group were able to thwart LRA advances in early 2004, a severe drought delayed resettlement and the restoration of food security. Normal rains have since returned for the second growing season, leading approximately half of the population to return to their original villages while the remainder commutes to their agricultural fields while residing in formal or informal IDP camps.

Improved security and rains have increasingly enabled IDPs in the Teso sub-region to provide for their own food needs. As a result WFP began to phase out general food distributions in July and ended them completely in October. To sustain returnees until the next harvest, WFP distributed a one-time resettlement package of cereals, beans, oil, and corn-soya blend (CSB) to an estimated 265,000 returning IDPs: 130,000 in Katakwi, 35,000 in Soroti, and 90,000 in Kaberamaido. In addition, the U.N. Food and Agriculture Organization (FAO) worked with local NGOs to provide seed and agricultural inputs to nearly 30,000 households between July and October. WFP is implementing a wet-ration school feeding program, currently serving 11,000 children with the goal of increasing to nearly 50,000 by the end of 2005. This food assistance serves to attract IDPs back to their areas of origin and provides a safety net for the most vulnerable returnees until the next harvest is ready.

***Drought relief in Karamoja sub-region.*** Drought conditions in August 2004 threatened crops and increased the potential for raids by armed pastoralists in search of better grazing and watering areas. From August 23 to 27, a Joint Assessment Mission comprised of representatives from the GOU, U.N. agencies, USAID, and USAID's Famine Early Warning Systems Network (FEWS NET), assessed conditions in Karamoja and estimated that if drought conditions persisted as many as 1 million people might require emergency assistance in 2005. However, by late October, FEWS NET reported that near-normal to

above-normal rains had resumed in most areas of Karamoja, rejuvenating pasture lands. Although the rainfall came too late for a full recovery of food crops, a November crop assessment showed that the single season harvest, together with foraging and traditional food sharing, would sustain local households until early 2005. WFP is scheduled to begin distributions to 100,000 drought-affected persons in January 2005, eventually reaching 500,000 persons per month, or approximately half of the population, before the next harvest in September.

***Health and nutrition concerns persist.*** Following an October nutrition survey in several camps in Lira and one camp in Pader, MSF reported alarming child mortality rates for Lira district in six camps. Under-five mortality ranged from 1.88 to 10.46 deaths per 10,000 people per day, averaging 5.2. An under-five mortality rate of more than 2 deaths per 10,000 people per day indicates a serious emergency, and more than 4 deaths per 10,000 people per day indicate an out of control emergency, according to Sphere guidelines. Crude mortality rates (CMR) ranged from 2 to 4.33 per 10,000 per day, averaging 2.79. A CMR of more than 2 indicates an out of control emergency. The MSF report also indicates a severe acute malnutrition rate of 4.4 percent and a global acute malnutrition (GAM) rate of 8.28 percent. Although GAM rates are below the critical level of 15 percent, they remain cause for concern. Supporting data indicates the cause of death and malnutrition is not lack of food but the poor prevention and treatment of illnesses, primarily malaria, acute respiratory infections, and diarrhea.

While no visible malnutrition indicators have been reported in the Teso sub-region, there is virtually no nutritional surveillance programming. MSF/Holland (MSF/H) runs a therapeutic feeding center at the GOU-operated Soroti hospital, but the hospital maintains that it will be unable to continue this program if MSF/H were to discontinue operations.

Following an August joint nutrition assessment in the three districts of Karamoja Region, WFP, UNICEF, and the GOU Ministry of Health reported a GAM of 18.7 percent for children under five. Although this is above the critical level of 15 percent, it is nonetheless an improvement from 22 percent in May 2003. The joint assessment reported an alarming CMR of 3.8 percent, with gunshot wounds and malaria reported as the leading causes of death. In Moroto District in particular, both GAM and CMR rates were elevated, with GAM at 23.7 percent and CMR at 4.7 percent. Although WFP has questioned the accuracy of the methodology used in the survey, there remain clear needs in Karamoja. WFP is continuing with school feeding programs and is expanding supplementary feeding programs for vulnerable groups.

***Cholera outbreak, devastating storm in Pabbo Camp.*** In October, overcrowded conditions and an inadequate water and sanitation system in Pabbo Camp, Gulu

District, resulted in an outbreak of cholera. As of late December, OCHA reported a total of 228 cases, including eight deaths in Pabbo camp and an additional 36 cases in seven other camps in Gulu District. The U.N. World Health Organization (WHO) and UNICEF responded with a cholera task force, chlorination of water supplies, a health awareness campaign, and the distribution of oral rehydration salt (ORS) packets and 7,000 new jerrycans. WHO investigations indicate that all household domestic water storage pots were feacally contaminated, and two out of 14 boreholes and all six springs in the camp had faecal contamination. USAID/OFDA water and sanitation and health programs are working to limit the occurrence and impact of cholera and other communicable diseases.

On October 24, a devastating rainstorm with high winds damaged Pabbo Camp. Between 3,000 to 3,500 huts, housing an estimated 20,000 IDPs, lost tarpaulin covers during the storm, further damaging the huts and saturating food supplies during the ensuing heavy rains and hail. Many of these same huts had earlier lost their thatched roofs when fires destroyed at least 6,000 huts in June and several thousand huts earlier in 2004. Various humanitarian organizations responded with the provision of new plastic sheeting and relief supplies. WFP provided an emergency ration for hospital patients and delivered the general food distribution early in order to alleviate hunger due to food stocks and crops lost in the storm.

**Water and sanitation in Teso sub-region.** OCHA reports that access to water in sub-county camps in Katakwi District is less than 5 liters per person per day, far below emergency standards of 15 liters per person per day. OCHA notes that deep well boreholes are required, as increasing the number of latrines could contaminate shallow wells. In Soroti and Kaberamaido districts, the decreasing number of IDPs has improved access to water for remaining IDPs, although OCHA reports that IDPs in Kaberamaido continue to walk long distances to collect water.

**Refugee flows.** Uganda currently hosts more than 226,000 refugees. During 2004, an estimated 10,000 new Sudanese refugees arrived in northwestern Uganda's Moyo, Yumbe, and Adjumani districts. WFP reports new refugees arrived as a result of LRA attacks in southern Sudan as well as drought-related food shortages. An additional 3,000 new Congolese refugees also arrived in western Uganda.

In early October, 101 Rwandan refugees left Uganda's Nakivale camp in southern Mbarara District. According to a tripartite agreement signed in July 2003 between the GOU, the Government of Rwanda, and UNHCR, all 25,000 Rwandan refugees in Uganda were scheduled to be repatriated in 2004. However, only 1,890 repatriated, of which 300 later returned to Uganda. An additional 500 Rwandans have entered Uganda seeking asylum since repatriation began.

## USG HUMANITARIAN ASSISTANCE

On November 3, 2004, U.S. Ambassador Jimmy Kolker redeclared a disaster in response to the ongoing complex humanitarian emergency in northern Uganda.

USAID/OFDA released an Annual Program Statement (APS) and one APS amendment during FY 2004 inviting NGOs to propose humanitarian interventions to support the needs of internally displaced and conflict affected populations in northern and eastern Uganda. Much of USAID/OFDA's FY 2004 funding was awarded in response to APS proposals. In FY 2004, USAID/OFDA provided more than \$8.9 million through 15 implementing partners for health and nutrition, water and sanitation, and food security programs.

USAID/OFDA allocated nearly \$1 million to the U.N. Development Program to support an additional U.N. Security Coordinator focusing on northern Uganda and to OCHA to enhance coordination efforts among the humanitarian community. USAID/OFDA has also provided more than \$1.7 million to Action Against Hunger USA (AAH/USA), GOAL, and the International Medical Corps (IMC) for health and nutrition programs; more than \$1 million to the International Rescue Committee (IRC) and Medair to improve sanitation conditions and access to potable water; \$500,000 to World Vision International (WVI) for shelter, water, and sanitation programs; \$250,000 to FAO for coordination and food security activities; and \$659,000 to UNICEF for water and sanitation programs as well as health and nutrition coordination activities.

USAID/OFDA is currently reviewing proposals in order to award additional funding in FY 2005. Should peace prospects in Uganda improve, USAID/OFDA remains poised to respond to increased humanitarian needs that may arise from improved access to camps or reintegration of IDPs back into their communities.

In FY 2004, USAID/FFP provided 94,650 metric tons (MT) of P.L. 480 Title II emergency food assistance valued at more than \$56 million. In FY 2005 to date, USAID/FFP has provided 20,460 MT, with an estimated value of more than \$13 million. USAID/FFP assistance primarily targets IDPs in northern and eastern Uganda and includes maize, CSB, vegetable oil, and pulses.

In FY 2004, the Department of State's Bureau of Population, Refugees, and Migration (State/PRM) continued to support the humanitarian needs of refugees in Uganda. State/PRM has provided \$2.4 million to UNHCR to support refugee assistance and protection, \$1.5 million to WFP for refugee feeding programs, \$821,000 to IRC for assistance to Sudanese refugees in Uganda, \$260,000 to IMC for assistance to victims of rape and sexual violence, and \$50,000 to the International Federation of the Red Cross and Red Crescent Societies (IFRC) for assistance to Congolese and Rwandan refugees in Uganda. This is in addition to more than \$54 million to UNHCR and \$34.3 million to ICRC in unearmarked funding, a portion of which supports programs in Uganda.

## U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO UGANDA IN FY 2004

<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
<b>USAID/OFDA ASSISTANCE<sup>1</sup></b>			
AAH/USA	Nutrition	Gulu	\$500,000
AVSI	Emergency Relief Commodities, Shelter, Water and Sanitation	Pader, Gulu, Kitgum	\$560,400
CRS	Water and Sanitation	Kitgum	\$428,084
Christian Children's Fund	Protection, Rape and Sexual Violence	Lira	\$369,916
GOAL	Nutrition, Health, Shelter, Emergency Relief Commodities	Pader	\$820,171
IMC	Health	Pader, Kitgum	\$695,000
IRC	Health, Water and Sanitation	Pader, Kitgum, Lira	\$749,985
LWR	Water and Sanitation, Emergency Relief Commodities	Katakwi, Adjumani	\$571,203
MEDAIR	Water and Sanitation, Emergency Relief Commodities	Pader	\$273,650
Northwest Medical Teams International	Health	Lira	\$530,574
Ugandan Red Cross	Health, Water and Sanitation, Shelter	Northern Uganda	\$498,582
UNFAO	Coordination, Food Security, Agriculture	Countrywide	\$250,000
UNICEF	Health Coordination, Water and Sanitation, Nutrition Coordination	Countrywide	\$909,000
OCHA	Coordination	Countrywide	\$500,000
UNDP	Security	Northern Uganda	\$292,700
WVI	Water and Sanitation, Shelter, Emergency Relief Commodities	Gulu, Kitgum	\$999,997
Administrative Costs			\$11,500
<b>TOTAL USAID/OFDA .....</b>			<b>\$8,960,762</b>
<b>USAID/FFP ASSISTANCE</b>			
WFP	94,650 MT in PL 480 Title II Emergency Food Assistance	Countrywide	\$56,436,830 <sup>2</sup>
<b>TOTAL USAID/FFP .....</b>			<b>\$56,436,830</b>
<b>STATE/PRM ASSISTANCE</b>			
IFRC	Refugee assistance	Countrywide	\$50,000
IRC	Refugee assistance	Countrywide	\$821,000
UNHCR	Refugee assistance	Countrywide	\$2,400,000
WFP	Refugee feeding	Countrywide	\$1,500,000
IMC	Rape, sexual violence assistance for refugees	Countrywide	\$260,000
<b>TOTAL STATE/PRM .....</b>			<b>\$5,031,000</b>
<b>TOTAL USAID HUMANITARIAN ASSISTANCE TO UGANDA IN FY 2004 .....</b>			<b>\$65,397,592</b>
<b>TOTAL USG HUMANITARIAN ASSISTANCE TO UGANDA IN FY 2004 .....</b>			<b>\$70,428,592</b>

## U.S. GOVERNMENT HUMANITARIAN ASSISTANCE TO UGANDA IN FY 2005

<i>Implementing Partner</i>	<i>Activity</i>	<i>Location</i>	<i>Amount</i>
<b>USAID/FFP ASSISTANCE</b>			
WFP	20,460 MT in P.L. 480 Title II Emergency Food Assistance	Countrywide	\$13,037,700 <sup>2</sup>
<b>TOTAL USAID/FFP .....</b>			<b>\$13,037,700</b>
<b>TOTAL USG HUMANITARIAN ASSISTANCE TO UGANDA IN FY 2005 .....</b>			<b>\$13,037,700</b>

<sup>1</sup> USAID/OFDA funding represents committed and/or obligated amounts as of January 5, 2005.<sup>2</sup> Estimated value of food assistance.


Ken Isaacs  
 Director  
 Office of U.S. Foreign Disaster Assistance